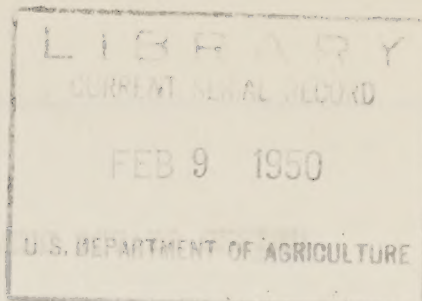


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X Report of the Graduate School,

1949 X

United States Department of Agriculture  
Washington, D. C.

UNITED STATES DEPARTMENT OF AGRICULTURE

Charles F. Brannan, Secretary of Agriculture

GRADUATE SCHOOL

General Administration Board

T. Roy Reid, Director of Personnel, Chairman  
Hugh H. Bennett, Chief, Soil Conservation Service  
P. V. Cardon, Research Administrator, Agricultural  
Research Administration  
Ivy W. Duggan, Governor, Farm Credit Administration  
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Albert J. Loveland, Under Secretary of Agriculture  
Lyle F. Watts, Chief, Forest Service  
Oris V. Wells, Chief, Bureau of Agricultural  
Economics  
Claude R. Wickard, Administrator, Rural  
Electrification Administration  
M. L. Wilson, Director, Extension Service



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UNITED STATES DEPARTMENT OF AGRICULTURE  
GRADUATE SCHOOL  
WASHINGTON 25, D. C.

November 9, 1949

Hon. Charles F. Brannan  
Secretary of Agriculture

Dear Mr. Secretary:

As the report on its stewardship of the United States Department of Agriculture Graduate School for the year ended August 31, 1949, the General Administration Board submits herewith the "Report of the Director of the Graduate School, 1949".

Sincerely yours,

*T. Roy Reid*  
T. Roy Reid, Chairman  
General Administration Board

UNITED STATES DEPARTMENT OF AGRICULTURE  
GRADUATE SCHOOL  
WASHINGTON 25, D. C.

November 7, 1949

Mr. T. Roy Reid, Chairman  
General Administration Board

Dear Mr. Reid:

In accordance with the regulations governing the United States Department of Agriculture Graduate School, I submit the Annual Report for the year ended August 31, 1949.

Sincerely yours,

*Lewis H. Rohrbaugh*

Lewis H. Rohrbaugh  
Director



## REPORT OF THE DIRECTOR OF THE GRADUATE SCHOOL, 1949

### INTRODUCTION

More than anything else, the Graduate School is a state of mind.

The factor we mean when we draw a distinction between a number of farm families and a community of farm families is the distinguishing characteristic of the Graduate School. It is more than a large aggregate of committee and faculty members and others. It is a community of concern, on the part of bureaus and individuals, with educational problems facing organizations and persons in the Department of Agriculture.

In this annual report it is impossible to capture this peculiar feel and flavor of the Graduate School. The report can furnish only a few kaleidoscopic views of typical problems and developments which reflect the unique operation of the Graduate School as a catalytic agent through which bureaus and employees join forces in meeting common educational problems.

Looking back over twenty-eight years, one is amazed by the breadth and depth of Graduate School activities. Looking forward, one is equally impressed by the number and variety of educational problems and areas as yet untouched or dealt with inadequately.

As usual this annual review is supplemented by two related reports. The "Report on Educational Statistics, 1949" provides data used widely by committees, faculty and other groups in reappraising and readjusting programs. The "Financial Report of the Graduate School, 1949" is for administrative use.





## I. Administration

Three appointments to the General Administration Board were made by the Secretary of Agriculture. They were P. V. Cardon, Research Administrator, Agricultural Research Administration; Albert J. Loveland, Under Secretary of Agriculture; and Claude R. Wickard, Administrator, Rural Electrification Administration. They filled vacancies caused by the death of W. A. Jump and by the departure from the Department of Norris E. Dodd, who became Director General, Food and Agriculture Organization of the United Nations, and of W. V. Lambert, who became Dean of Agriculture and Director of Extension, University of Nebraska.

The Graduate School ended the fiscal year in a sound financial position. Continued experience confirms the advantages of the type budget used. It serves well for control and as a means of constructive planning and management. Detailed financial information including the annual audit is contained in the "Financial Report of the Graduate School, 1949", a supplement to this report.

A comprehensive set of internal "Regulations and Procedures" was issued, patterned on the Department's administrative regulations. It consolidated in one manual both broad policies and the extensive administrative minutiae involved in operations. In July following a study of internal organization certain changes were made to simplify lines of responsibility. Concurrently, the Office of Personnel completed the classification review required by regulations at two to three year intervals.

In the institutional program in Washington, six chairmen whose appointments expired May 1 were reappointed for the 1949-51 term. Twenty other departmental committee members were also reappointed for the 1949-51 term. In addition, nineteen new members were appointed, eleven to the 1949-51 term and eight to vacancies in the 1948-50 term.

Cooperative programs with agencies and institutions outside the Department proved satisfactory and will be continued next year. These will be discussed in more detail under treatment of the departments chiefly involved. Relationships with other educational institutions, particularly land-grant colleges and universities, continued to deepen. In the Washington area, implementation of the memorandum of understanding signed in 1948 with the University of Maryland, designed to make certain resources of each institution available to students of both and in certain areas to develop integrated programs, moved forward slowly, as is to be expected. Two of the members of the Maryland committee having left the institution, a new committee was established. With this group, plans were laid for some acceleration of cooperative arrangements.



## II. Institutional Programs

### After-hours Courses in the Washington Area

As it has for twenty-eight years, this major program of the Graduate School continues to demonstrate that educational activities can save taxpayers' dollars through increased competence of employees, and at the same time can help employees in their efforts to help themselves. The Graduate School represents the Department's conviction that education is a means to an end, a tool which must be kept sharp and in proper adjustment. From the bureau chief to the stenographer, Department members use the Graduate School as a means of refreshing and expanding knowledge and techniques. These factors do not submit to measurement, but their significance is wide and deep. As Secretary Brannan phrased it on the completion of the School's first quarter-century in 1946..."It would be impossible to assess how much the Graduate School has meant to the development of the Department. We know that its role has been a broad and vital one as regards both agencies and programs, and employee morale and performance..."

### Students

Enrollment totaled 4819 individuals, an increase of 14 percent over 1948, which saw the lowest enrollment in recent years. In the Department, the largest bureau groups were from PMA, BAE and REA, in the order named.

As always there was no predominantly typical student. Educational backgrounds varied from high school to Ph.D. degrees; job levels ranged from SP-1 to P-8 and CAF-14; and reasons for enrollment varied as widely.

Detailed statistics about students and courses are included in the supplement to this report - "Report on Educational Statistics, 1949".

### Faculty

The faculty continues to be an unusual body of experts, most with university teaching experience and all with day to day experience in the subjects they teach - an unbeatable combination.

Not only are they competent. They have uniformly deep interests in their specialties and in betterment of the Department and the public service. One evidence of this was seen in a recent tenure study of faculty and committee members. In such a unique institution, the long periods of service, many of them for 10, 15 and 20 years and some for up to 28 years, are remarkable. One specific example: M. C. Merrill this year retired from the Graduate School and this fall retires from the Department. He taught in the School for 23 years, and spent 18 of these years teaching one course - the famous course in Editing which has produced so many expert technicians



in Government service today. Small wonder that Dr. Merrill's former students, gathering at luncheon to honor his service, represented most publication departments in the Federal service.

### Departments

The Department of Biological Sciences is unusual in that its offerings fall at extreme poles, elementary work and advanced graduate work. Laboratory courses given in the facilities of Wilson Teachers College continued effectively. In the other area, a seminar on virus diseases of man and animals drew many specialists. Albert H. Moseman, Special Assistant to the Chief, PISAE-ARA, was reappointed department chairman.

Biological Sciences

The Department of Languages and Literature administered the experimental educational program inaugurated this year under joint sponsorship of the Pan American Union and the Graduate School. Designed to provide broader educational opportunities for both staff of the Union and members of the Latin American Embassies who live in or near Washington, and to promote a better understanding of the Latin American Republics and the United States, the program is financed by the Union. At the end of the second semester a careful evaluation pointed up the effectiveness of the work and its continuance for 1949 was planned.

Languages and Literature

Two courses in library science introduced in cooperation with the Special Libraries Association and the Library of Congress drew so many participants that special sections were necessary. Designed primarily for subprofessional library assistants, the courses were precedent-setting in library education and received much attention. Several universities and professional library groups requested information and plan similar courses next year.

Each of the four major areas had heavy enrollment. In the field of presentation methods, a pioneer course was given in television programing, a channel for information dissemination receiving increasing emphasis in Agriculture. Next year it will be presented during official hours, under leadership of our radio and television service, as a seminar-workshop concentrating on the expanding role of television in extending agricultural and consumer information. To participants, and indirectly to farm radio and television editors, it will report and interpret results of the RMA research project in this subject.

Lester A. Schlup, Chief, Division of Extension Education, Ext., was reappointed department chairman.



Work in the Department of Mathematics and Statistics continued to justify the world-wide recognition it has received. At meetings of elementary and advanced instructors, curricula were re-examined. The departmental committee met several times. The departmental committee's concerns were far ranging, dealing not only with curriculum but such diverse matters as: reports on German and Japanese developments in agricultural and other surveys; means of informing colleges of opportunities for statisticians, and qualifications required, in Federal service; acquainting agency executives with the critical personnel situation in applied statistics as reflected in studies such as the Wilks Report of the National Research Council; and long-range department plans. W. Edwards Deming, Adviser in Sampling, Bureau of the Budget, was reappointed department chairman.

The values of educational flexibility and practicability are nowhere better demonstrated than in the Department of Office Techniques and Operations. Mainly at the elementary undergraduate level, its curriculum is composed of practical, how-to-do it courses which employees may translate immediately into more thoughtful, and better, job performance. Designed expressly for those, chiefly in grade CAF-7 position and below, who by and large carry responsibilities for the day to day operations of Government, the courses stress not only skills and their understanding but also emphasize appreciation of the dignity and responsibility inherent in every position in an effective organization.

High enrollment continued in this area. Most courses in this department have been pioneer courses which after successful presentation have been shared with other institutions. Last year, for example, after two years of experimentation the department finally came successfully to grips with the problem of education in procedure systems and in writing procedure and instructions, with two effective courses in this area. Requirements for the Certified Statement of Accomplishment in Administrative Procedures were reviewed by the departmental committee, which began also to explore the possibility of publishing more of the new materials developed especially for those courses peculiar to the Federal service. Requests from universities asked to meet educational needs of the field service emphasized the need to make this widely available. Virgil L. Couch, Director of Personnel, ECA, was reappointed department chairman.

The Department of Physical Sciences completed arrangements for inaugurating in 1949 a course program in cooperation with the US Geological Survey. This grew from recommendations made by a 1946

Physical Sciences Conference on Earth Sciences, sponsored jointly by the National Research Council and the Graduate School, of representatives from concerned federal agencies and from universities with outstanding departments. Strictly for graduate students, the program will use the well-equipped laboratories of the Survey and will enable employees to continue geologic studies while stationed in Washington. It will have the close cooperation of universities specializing in geology. Henry Stevens, In Charge, Chemical Investigations of Allergens in Agricultural Products, AIC-ARA, was reappointed chairman for the 1949-51 term.

After extended review and discussion by divisional committees and the departmental committee, recommendations for reorganization of the Department of Public Administration were accepted and steps taken to effect them as of fall 1949.\* The

Public Administration recommendations were part of a report, resulting from a two-year study of how best a school or department of public administration should be organized, by a special committee composed of Harlow S. Person, REA, as chairman, and representatives from FHA, FS and from outside the Department, Harvard, Chicago, California, US Civil Service Commission, Washington Post and Dennison Manufacturing Company. The adjustments include establishment of a division of general administration and the transfer, adjustment and in a few cases deletion of some present courses.

Adjustments were also made in the Certified Statements of Accomplishment and the requirements therefor, after a study conducted by a sub-committee of representatives from BAE, the Secretary's Office and the Bureau of the Budget. Certified Statements of Accomplishment will be offered, effective fall 1949, for undergraduate study in Public Administration, for graduate study in Public Administration, and in Accounting. A special Certificate in General Administration will be available to those completing satisfactorily the curriculum of the new division noted above.

In July a committee of experts from USDA and other departments, chaired by Joseph C. Wheeler, Assistant Director, B&F, was appointed to make a six-month study of educational and training needs in the field of budgetary and financial administration.

\*On September 7, 1949 Earl W. Loveridge, Assistant Chief in Charge of Administrative Management, FS, was appointed Acting Department Chairman. He succeeded William G. Finn, who transferred to ECA, Paris office. Mr. Patterson French, Assistant to the Director, Bureau of the Budget, was made Acting Vice-chairman, succeeding Mr. Loveridge in this post.



After extended study several structural changes in the Department of Social Sciences were made at the end of the year. A Division of Human Relations was established, under direction of a newly appointed Committee on Human Relations, chaired by Social Carl C. Taylor, Chief, Division of Farm Population Sciences and Rural Life, BAE. It combined the former Divisions of Psychology and Sociology. The Divisions of Transportation and Communications were merged into a Division of Transportation and Communications under a committee headed by Donald E. Church, Head, Transportation Section, Division of Marketing and Transportation Research, BAE.

The new program in Cooperative Extension Education under a committee of USDA and land-grant college representatives led by C. C. Hearne, In Charge of Training, Division of Field Studies and Training, Ext., completed its first year of activities which should expand greatly over the years. The small program for public health nurses presented in cooperation with the Catholic University of America finished its first year and will be presented again in 1949-50 by the Committee on Health and Medical Services. Two Graduate School courses, one in marketing and another in land economics, were given by GS faculty members as a part of the graduate curriculum of University of Virginia at the request of that institution.

Sherman E. Johnson, Assistant Chief, BAE, was appointed to succeed F. V. Waugh upon the resignation of the latter as department chairman. Dr. Johnson had served for some years as vice-chairman. He was succeeded in that post by J. Murray Thompson, Assistant Director, Price Support and Foreign Supply Branch, PMA. Dr. Waugh, who continues on the departmental committee, had served as chairman since 1945. Under his able and devoted leadership the department expanded in size, in scope and in quality of work.

Bushrod W. Allin, Chairman, Outlook and Situation Board, BAE, succeeded Mordecai Ezekial, FAO, as chairman of the Committee on General Economics. Bennett S. White, Chief, Division of Marketing and Transportation Research, BAE, succeeded Sherman E. Johnson as chairman of the Division of Agricultural Economics.

Especially noteworthy in the Department of Technology was the completion of its first year by the Division of Surveying and Mapping, under Chairman Marshall S. Wright, Assistant to the Technology Chief, P&O. Developed in 1947-48 by a committee of representatives designated by concerned federal agencies and inaugurated under the committee's direction, the program is meeting a real need. At year's end UN and Department of State representatives were consulting the committee as to the possibility of setting up a special course or school for persons brought from other countries to be trained in aerial photography and interpretation as a part of resource development in undeveloped areas.



In mid-year a Committee on Engineering composed of representatives of the Civil Service Commission and of Federal agencies operating in that field was established under Chairman Thomas B. Chambers, Chief, Engineering Division, SCS, to help insure that the division's program meets specialized needs of engineers.

F. J. Sette, Assistant Director, Programs Division, Research and Development Board, Office of the Secretary of Defense, was reappointed department chairman in May.

#### Official-hours Courses

Course work during official hours continued to be of limited scope but of high quality. The program in agricultural estimating procedures which began last year in cooperation with the Bureau of Agricultural Economics was carried forward. A course in extension education for students from widely scattered countries was conducted in cooperation with Extension Service. Several programs including one in television and another in work connected with the Point 4 program have been developed with bureaus for introduction next year. Much more work of this type is needed.

#### Correspondence Study Program

Enrollment in courses continued at the same level. After acceptance of its 1948 findings and proposals, the Committee on Correspondence Study and Extension Education, chaired by E. J. Peterson, Assistant Personnel Director, SCS, followed through on its recommendations. Using a questionnaire and sampling methods especially developed by BAE experts, the agencies with extensive operations in the field service began in June to measure those educational needs of field employees which must be met primarily through correspondence study.

To meet needs indicated the committee will develop a three-way program: 1) to tie individual interests to university extension programs already offering courses of the types requested; 2) where specialized course work requested is not available, to work with concerned universities to the end that the institution will develop the courses; 3) where this last alternative is not feasible, to develop pioneer courses to be added to the present GS program and eventually, it is hoped, taken over by other institutions. As the year closed preliminary reports from some bureaus indicated an astonishing volume of requests. A successful program will take hard, thoughtful work.

### III. Service Activities

#### Internship Programs

##### Research Internships

This was the first year of the research internship program, developed cooperatively by the Department and the Association of Land-Grant Colleges and Universities. It is administered by the Director of Personnel with the counsel of a "Committee on Internship Cooperation with the Department of Agriculture Graduate School and Land-Grant Institutions", chaired by R. Y. Winters, Research Coordinator, ARA. The inaugural year was successful. Thirteen institutions submitted nineteen nominations for the fifty-five internships available. Seven were accepted. As this program develops it will contribute in the Department much toward one of the Hoover Commission recommendations, that for attracting first-rate young men and women and making effective use of facilities and personnel in graduate education.

##### Sampling Internships

Five persons occupying responsible positions in other countries were the first participants in this unique sampling internship program combining advanced course study with practical large-scale statistical work experience in the Department and other agencies. It operates under a committee of Federal and university representatives.

##### Cooperative Extension Education

As more state and county extension personnel participate in this graduate work-study program in cooperative extension education under the leadership of the Extension Service here, the program will aid increasingly the development of graduate education in this largest non-school educational program in the United States. The few participants to date have been chiefly 4-H Club fellows and members of land-grant college extension staffs.

##### Persons from Foreign Countries

As noted in the 1948 annual report, passage of the U. S. Information and Educational Exchange Act of 1948 made unnecessary the provisions included in S521, introduced in 1947 at the request of the Department by the chairman of the Senate Committee on Agriculture and Forestry. The matter of how the Department best may use the Graduate School in connection with students and trainees from foreign countries is still in a developmental stage. Much study was given this problem by the Committee on Long-Range Plans, whose report contained specific recommendations. It is a problem area which will widen as Point 4 activities get underway.



### Public Lectures and Seminars

Lectures on current problems gave Department employees and others closer acquaintance with problems constantly arising not only in the field of agriculture but in other national and international affairs. Lectures which were especially geared to the needs and interests of Agriculture were given during official work hours. No fees are charged and, with some exceptions, the only requisite is relevancy of the lecture to the individual's work and interest. Total attendance was about 5000.

Special lectures were provided on current problems of national policy. One series on Resource Utilization and Conservation, given by nationally known authorities, dealt with major conditions, problems and policies arising in the resource field. Three series of public lectures, given by outstanding national and international experts in the different subjects presented, were in the field of international relations. These included a series of lectures on the Foreign Policies - Past and Present - of the Great Powers; Economic Recovery and World Politics; and Latin America, presented jointly with the Pan American Union. Most were recorded by Voice of America for rebroadcast overseas.

Authorities of national and international standing participated in other technical lectures and seminars sponsored by the various departments of instruction.

### Activities for the Field Service

Activities on behalf of the field force remain chiefly a hopeful gleam in the eyes of field employees. Without staff and funds, efforts to meet field needs can only inch forward.

A small augur of what could be done is seen in plans at the University of Denver for this fall. In 1947 the Forest Service Assistant Regional Director in Denver raised the question of exploring educational needs of the USDA community there and by remote control the GS began to advise on the matter. The Denver Federal Council and Federal Personnel Council were involved. Interests of the whole Federal service there were measured. Results were taken to the University of Denver and in the fall of 1949 the University, using GS course outlines and materials, will offer special courses for Federal employees, courses peculiar to the Federal service.

### Educational Counseling

While an adult may have decided that further education will assist in progress towards his personal goal, too often he is unfamiliar with available resources. Or, familiar with them, he exercises little care in choosing education best suited to his needs. Frequently the results are a waste of time and money, and a feeling of frustration.



Educational counseling for employees is one of the Graduate School's most valuable contributions. Helping an individual clarify his educational objective and reviewing with him the pertinent educational channels and courses, to the end that he makes an intelligent choice based on known facts, is a service expanding year by year. From both the departmental and field services come requests from those who seek assistance in planning a graduate program, in choosing an appropriate institution, in selecting a helpful course, and in other educational problems.

### Publications

The Committee on Publications wrestled all year with a difficult problem. Most possible publications originating in the Graduate School, or in the Department and not publishable through other channels, are so specialized that they appeal to limited audiences. Only token financial aid is available from the regular Graduate School budget, and commercial publishers are interested only in items which bring a reasonable profit. The committee has been exploring possible avenues of additional aid.

During the year but one publication was issued - the volume on Antibiotics, edited by George W. Irving, Jr., and the late H. T. Herrick, both of AIC-ARA.



#### IV. Long-Range Plans

In April the Department submitted to the Bureau of the Budget for advice as to its relationship to the program of the President, proposed legislation to create within the Department of Agriculture, the United States Department of Agriculture Graduate School and Training Center. The agency would provide a focal point for expanded educational services and activities in the Department. Present programs and services would be continued, much expanded in some instances, with certain work in new areas. Except for cost of faculty salaries and related expenses in the after-hours course programs, costs would be paid from public funds.

The proposed legislation was based on findings and recommendations of the Committee on Long-Range Plans. Appointed in 1948 to consider long-range plans for the Graduate School from the standpoint of meeting major educational needs of the Department, the committee was composed of the Dean of the College of Agriculture at Cornell University, the Director of Higher Education for the Office of Education, Federal Security Agency, and from the Department of Agriculture the Agricultural Research Administrator, the Governor of the Farm Credit Administration and an Assistant Chief of the Bureau of Agricultural Economics.

In making its exhaustive study and report the committee had the assistance of each bureau, members of the Department's field force, and numerous technical committees associated with the Graduate School. The report was adopted by the General Administration Board and approved by the Secretary of Agriculture who directed that the legislation proposed be prepared. The report and draft legislation were discussed by Board members with the Executive Committee of the Association of Land-Grant Colleges and Universities and with the Land-Grant College-Department of Agriculture Committee on Training for the Public Service. The Department also submitted proposed legislation to amend the "vacation" act of 1936 in such manner as would permit the Department and the employee equally to share in making possible "educational leave" with pay under certain circumstances. This was among recommendations made by the Committee on Long-Range Plans.

